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FOR IMMEDIATE RELEASE

MONTGOMERY COUNTY PLANNING BOARD NAMES ADVISORY COMMITTEE ON URBAN GROWTH

The Montgomery County Planning Board today announced the membership of its Advisory Committee for the development of an Urban Growth Policy for the County. The 34 members are divided into three panels which will examine and advise the Board on three areas involving specific elements of such a policy. The three are: Communities--which will be concerned with population, housing and employment; Transportation and Environment.

The Board also announced that it has contracted with the Montgomery County League of Women Voters to provide a secretariat for the Committee. The contract specifically states that the League's activities on behalf of the Committee in no way commits the League to support of its findings or recommendations.

A Steering Committee, made up of the five members of the Planning Board and the chairman and one other member of each panel, will coordinate all the activities of the Advisory Committee.

Dr. Royce Hanson and Mrs. Esther Gelman, chairman and vice-chairman of the Planning Board will be chairman and vice-chairman of the Steering Committee.

The first formal functions of the panels will be to hold a series of public forums during the month of October to hear from Montgomery

County organizations and residents their opinions on what are the growth problems and how they should be faced. The first forum will be held in the County Office Building in Rockville, on Saturday , October 13, and will be devoted largely to testimony from county organizations. Another on October 27 will be given over principally to individual citizens who wish to testify. On other dates throughout the month the panels will invite experts in the various fields to give them the benefit of their special knowledge.

Members of the panels are:

COMMUNITIES

Chairman, Royce Hanson, full time Chairman of the Montgomery County Planning Board; Sigmund Berkman of the U.S. Department of Labor; William Colman, former president of the Board of Education and former director of the U.S. Advisory Committee on Governmental Relations; Alexander J. Greene, former Mayor of Rockville and former Chairman of the Montgomery County Housing Authority; Dr. Leonard Kapiloff, publisher of the Montgomery County Sentinel; Warren Lasher, president of the American National Bank; Parker Palmer, profesoor of sociology at Georgetown University; Malcolm D. Rivkin, former member of the Planning Board and planning consultant for urban development; Ronald S. Ryner, executive director of the Potomac Valley League Chapter of the American Institute of Architects; Gordon V. Smith, partner, Miller and Smith, Inc., builder and developer; Cleonice Tavani, Federal Council on the Aging and member of the Citizens Committee of Friendship Heights; Helen K. Thompson of Garrett Park who has been active in community affairs for many years. Commissioner Jack Alfandre is the Planning Board's representative on the Committee; Dale Price, chief of the

Research Division of the Planning Board staff, will be the staff representative and Patricia Plunkett will be Panel Coordinator for the League of Women Voters.

TRANSPORTATION

Chairman, Mable Granke of Silver Spring, active in various community affairs; Rupert Curry, IBM, former member of Rockville City Council, lay chairman of the Regional Transportation Planning Board for the Council of Governments; Arthur Drea, attorney, former Hearing Examiner; Harvey Eisen, member of the County Executive's advisory committee on bicycle trails; Robert Harper, chairman, Department of Geography, University of Maryland; John Jordan, Citizens Coordinating Committee for Friendship Heights; Dennis Kamber, partner, Kamber and Watkins, Consulting Engineers; Gordon Lamb, citizen, marketing consultant and former member of the Planning Board; Ray Mahaffey, president The Suburban Record and president of the Silver Spring Chamber of Commerce; William Price, consultant; Daniel Wooldridge, representative of railroad suppliers trade association. Commissioner Helen Scharf is the Planning Board representative; Robert Winick, chief of the Transportation Division of the Planning Board staff will be the staff representative and Joanne Jacka will be panel Coordinator for the League of Women Voters.

ENVIRONMENT

Chairman, Joseph Rodgers, engineer of Rodgers and Associates, member of the Board of Directors of the Suburban Maryland Homebuilders Assoc.; Herbert Fockler, chairman of the Allied Civic Group Committee on the Silver Spring Central Business District; Linda Fohs, member Solid Waste Advisory Panel, past president Calverton Citizens Association

Scott Fosler, member Citizens Committee of Chevy Chase Section IV, acting chairman, Bethesda Coalition; Sidney Howe, environmental consultant; Milton Kettler, Kettler Bros., builders and developers; Elinor Leavitt, Environmental Coalition and Friendship Heights Coordinating Committee; Jesse Maury, former president Montgomery County Civic Federation; Gerald Mylroie, director Professional Development, American Institute of Planners; John W. Neumann, attorney, active in civic affairs; Joanne Turner, Montgomery County League of Women Voters, Board of Directors, National Capital Area LWV, Chairman Environmental Quality and Land Use Planning. Commissioner Thomas M. Anderson is the Planning Board representative; Edward Grenning, chief, Environmental Division of the Planning Board staff is staff representative and Patricia Johnson will be the Panel Coordinator for the League of Women Voters.

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SUMMARY OF THE RECOMMENDATIONS OF THE
CITIZENS ADVISORY COMMITTEE ON GROWTH POLICY

D I R E C T I O N

PUBLIC TRANSPORTATION MUST BE RECOGNIZED AS A GOVERNMENT-FINANCED
PUBLIC SERVICE

MONTGOMERY COUNTY MUST PROVIDE BETTER CROSS-COUNTY AND OTHER
TRANSPORTATION FACILITIES

R E C O M M E N D A T I O N S

FINANCIAL AID TO PUBLIC TRANSPORTATION SHOULD BE A TOP PRIORITY

THE COUNTY SHOULD PROVIDE AN EFFECTIVE BUS SYSTEM TO ALSO SERVE AS A
FEEDER TO ALL FUTURE METRO STATIONS

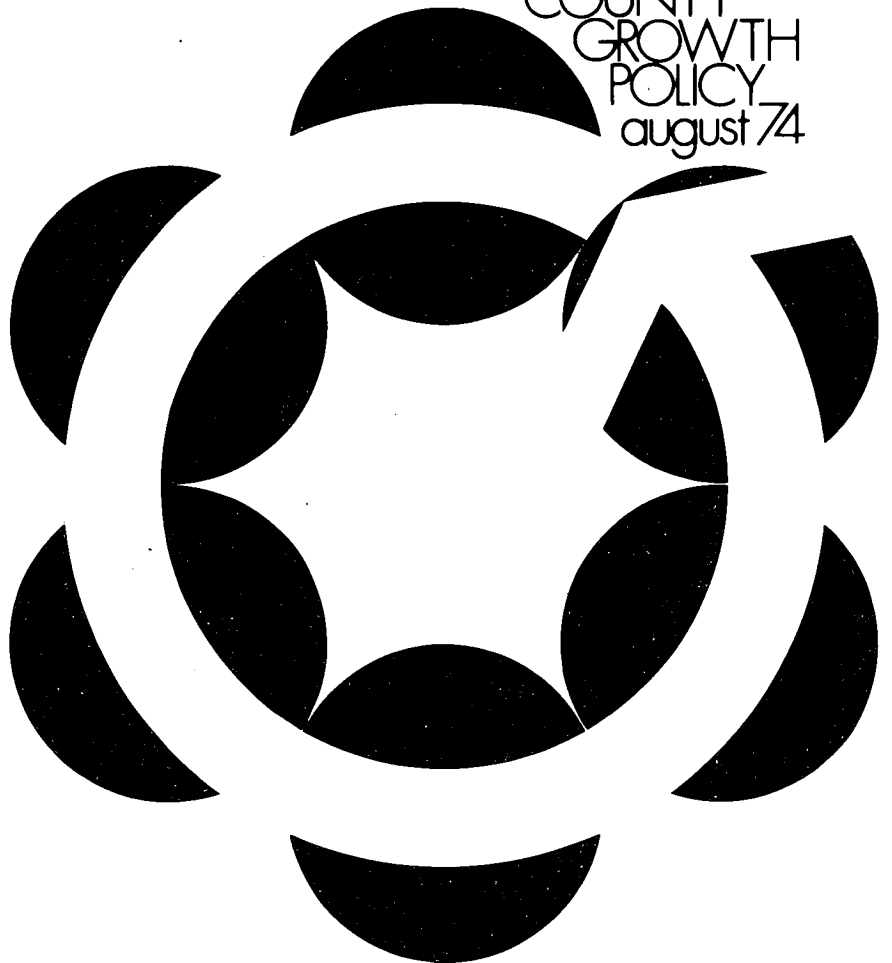
THE COUNTY SHOULD PROVIDE BETTER CROSS-COUNTY TRANSPORTATION

THE COUNTY SHOULD PROVIDE SAFE BIKEWAYS AND PEDESTRIAN SYSTEMS
THROUGHOUT THE COUNTY

THE COUNTY SHOULD EXPEDITE CONSTRUCTION OF THE OUTER BELTWAY
(BETWEEN THE 70-S AND I-95 CORRIDOR IN MARYLAND) AND THE PROPOSED
EASTERN AND WESTERN ARTERIALS. THESE ROADS ARE ESSENTIAL TO THE
COUNTY'S TOTAL TRANSPORTATION SYSTEM AND TO THE ABILITY OF THE
COUNTY TO DEVELOP THE CORRIDOR IN ACCORDANCE WITH THE GENERAL PLAN.

THE COUNTY SHOULD RESTRICT ACCESS TO NEW AND EXISTING COMMERCIAL
ESTABLISHMENTS AND DEVELOPMENT BY LIMITING ACCESS TO MAJOR ROADWAYS
AND BY SEPARATE LOCAL AND THROUGH TRAFFIC SERVICE ROADS.

final report of THE ADVISORY COMMITTEE ON COUNTY
GROWTH
POLICY
august 74



The Advisory Committee, from September to February, was organized into three *panels* to investigate growth issues affecting Community, Transportation, and Environment.

Following the Citizens Forum in February, the Committee was reorganized into three *task forces* to formulate recommendations.

During the entire process, the Chairman of the Planning Board presided at both full committee meetings and steering committee meetings. Steering Committee was composed of two members from each panel or task force, the Planning Board and members of M-NCPPC staff. The Steering Committee coordinated the activities and schedules of the sub-groups and supervised preparation of the final report draft.

Coordination and administrative services to the Advisory Committee, panels, task forces, and the citizens forum, were provided, under contract, by the League of Women Voters of Montgomery County, Md., Inc.

Professional staff services were provided by the staff of the Planning Board.

The Interim Report, February 1974, provides additional background information relating to the recommended directions.

Advisory Committee on County Growth Policy

Edward W. Aiton	* John Jordan	Malcolm Rivkin
Edmund J. Bennett	*†Dennis M. Kamber	*†Joseph C. Rodgers, Sr.
*†Sigmund Berkman	Leonard Kapiloff	*Philip J. Rutledge
William Colman	Milton Kettler	Ronald S. Ryner
Harvey Eisen	Eleanor D. Leavitt	Gordon V. Smith
Herbert Fockler	Larry Lewack	Cleonice Tavani
*†Linda H. Fohs	Ray E. Mahaffey	Helen Thompson
R. Scott Fosler	Jesse L. Maury	*Joanne C. Turner
Judy French	Gerald R. Mylroie	Patricia B. Willard
*†Mable Granke	John W. Neumann	Dan Wooldridge
Alexander J. Greene	Parker Palmer	†Panel or Task Force Chairman
Robert A. Harper	Wolfgang S. Price	*Steering Committee member
Sydney Howe		

Coordinating Consultant

League of Women Voters of Montgomery Co., Md., Inc.
Joanne Jacka, Patricia C. Johnson, Patricia V. Plunkett, *Coordinators*

Editorial Consultant

Martha Robinson

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Montgomery County Planning Board

Royce Hanson, *Chairman*

Esther P. Gelman, *Vice Chairman*

Jack Alfandre

Thomas M. Anderson, Jr.

Helen M. Scharf

Richard E. Tustian — *County Planning Director*

John Hoover — *Community Relations Officer*

Introduction

Policy directions for regulating the location, timing and cost of growth are proposed in this final report of the Montgomery County Advisory Committee on County Growth Policy.

The Committee was appointed in September 1973 by the County Planning Board. Its mission was to undertake the first examination of the impact of growth on the County and to recommend policy directions.

This report attempts to highlight the most immediate and pressing areas in which actions should be taken. It suggests policies appropriate for adoption in the next two to five years and makes general recommendations for the future based on the following premises:

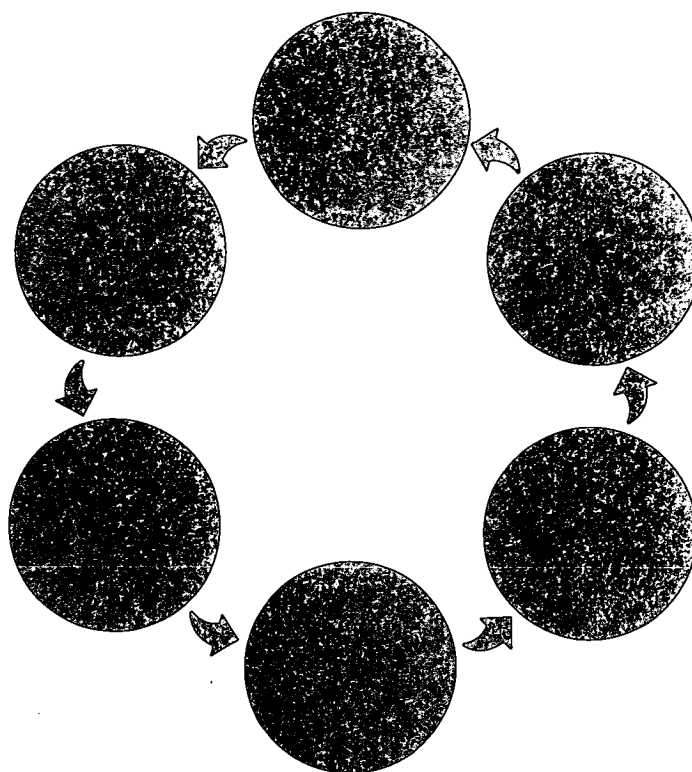
- Environmental considerations are basic to any growth policy.
- More variety of life style choices depends on a broad range of available public services, jobs, transportation, housing and desired amenities.
- Citizens should continue to be involved in the formative stages of growth policy processes.
- The County, as part of the Metropolitan Washington Area and the State of Maryland, contributes to and shares responsibility for regional and State problems and is willing to cooperate

in a program to coordinate interjurisdictional solutions.

Preliminary Committee findings were published as an Interim Report in February 1974. It is an extensive volume outlining major issues involved in developing growth policies. The Report sets forth the often conflicting, overlapping characteristics of County growth and raises more questions than the Committee could possibly answer during the nine months it was given to work. The Interim Report also contains a wealth of background information on each of the areas concerned.

Many more issues were suggested at a Committee sponsored forum held February 23, 1974. This meeting was attended by some four hundred individuals, including representatives of citizen groups, planners, government agencies, and builders. Members of the Planning Board, staff personnel, Advisory Committee members, and volunteers from the League of Women Voters all assisted in conducting the workshops.

The Committee recognizes that it has been unable to examine fully the basic generators and components of growth. It is not prepared, for example, to recommend a specific ultimate population limit for the County. A major problem in



dealing with growth limits is the absence of a national growth policy. Since federal government employment is the prime generator of growth in Montgomery County and the metropolitan area, the Committee urges the County to work with federal officials in developing a predictable and coordinated policy for location of future federal installations.

Committee deliberations have taken into consideration existing County land use policies. These include sophisticated new zoning and subdivision regulations, sector planning, use of the Ten Year Water & Sewerage Plan, the Capital Improvements Program, site plan review, the Adequate Public Facilities Ordinance and the Moderate Price Dwelling Unit Ordinance. The County is also embarking on an extensive storm water management program.

Some of these, together with the revised 1964 General Plan, area master plans, the adopted regional system for Metro, the Twenty Year Needs Study and Five Year Construction Programs of the Maryland Department of Transportation, and the cumulative actions of the County in regulating land use, constitute present growth policies.

These policies, however, only indicate areas of limited growth, determine the extent of development, and allocate public resources. Up to now

there has been little staging of growth, and relatively little coordination between growth and resources, either fiscal or environmental. Although the County has moved in this direction and has a better developed set of growth control mechanisms than many other urban areas, more precise and better coordinated policies are still needed.

The public interest requires sound management of dwindling land, water and air resources, and continuing coordination of local, State and regional policies affecting people, jobs, housing, communities, transportation, and our natural environment. The public interest requires adoption of a comprehensive approach to marshal all public efforts to manage growth and to facilitate a cohesive direction for action.

This Committee's final report will be transmitted to the County Council in September 1974 along with the Planning Board's first annual report on growth and a recommended action program. In October, after public hearings, the Council is to act on a growth policy.

The Committee has held 91 meetings. Over 3,000 voluntary man hours are invested in its work. The Committee strongly recommends that a citizens' advisory committee continue to review policy and recommend needed modifications on a regular basis.

Toward a Growth Policy

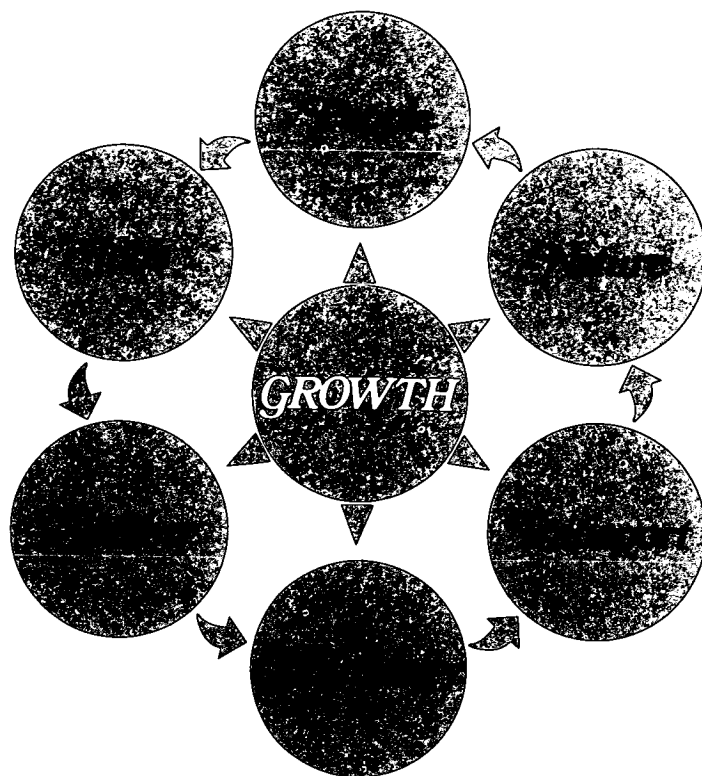
To discuss County growth is to discuss quality . . . quality of public services, quality of employment opportunity, quality of community life, quality of environment, and more. "Growth" is not limited to "amount," although numbers are basic to determining growth policy.

In a very general sense, growth does refer to how many more people have been added to the County's population. But population growth, even in numbers, may be selective: there may be more teenagers, but fewer pre-schoolers. Equal increases or decreases in total numbers do not always have the same impact on resources and facilities.

Growth may also occur even though the population stays the same, or declines . . . the number of jobs, the number of homes, the amount of economic activity may all "grow" and represent important problems or opportunities for the County.

Growth may also be qualitative . . . things may get better (or worse) without changing in amount or volume.

The relationship of growth to, and its impact on, quality of life must be addressed in the decision-making process. For whatever kind of growth there is in Montgomery County, there should be the opportunity to accommodate a wide range of life style.



It's many Dimensions

PEOPLE . . . the most important part of growth policy. Each person is different. People link together for common purpose and their needs are the basic element of growth.

JOBS . . . another important element of growth. People need jobs, are attracted by jobs, will move for jobs. Blue collar, white collar, commercial, industrial, research, office, and service . . . these make up our economy.

SHELTER . . . people need shelter. It can vary widely in cost and character—from detached and semi-detached homes to garden, high-rise, and condominium apartments. When there are more people than shelters, serious problems develop.

COMMUNITY . . . after the needs of jobs and shelter, people want "community." They need easy access to schools, libraries, shops, hospitals, parks, churches, and other public and consumer services. These and other people-related activities constitute "community."

TRANSPORT . . . people, jobs, shelter, and community can only come together where there is transportation—walking, auto, taxi, bus, subway, train, bicycle. The ability of people to

move about affects almost all aspects of their lives.

NATURE . . . nature is the base for every man-made system. People need clean air, clean water, and access to open space. A balance in our life support system is needed for protection and conservation of natural resources.

Complex and intertwined, the dimensions of growth also include and are affected by:

LOCATION . . . where growth will occur; what uses and densities should go to what sub-areas.

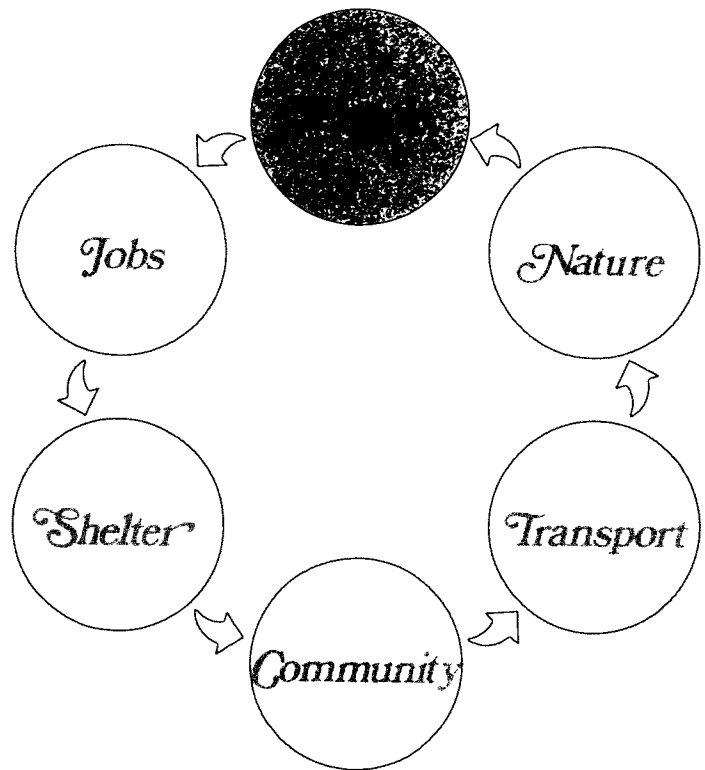
TIMING . . . how fast growth takes place; how balance in public facilities can be maintained.

COST . . . what costs and benefits of growth will be, not only fiscally, but also environmentally and socially.

Coming to grips with the dimensions of growth also means understanding the process of:

CITIZEN PARTICIPATION . . . the necessary foundation to the entire process in order to generate public understanding and support.

REGIONALISM . . . the external influences on County growth and County policies.



People

DIRECTION

The impact and cost of current and alternative population growth trends on jobs, housing, the environment, transportation and other public and private services must be the subject of continuing and sharpened analysis by the County in regularly reviewing and updating the 1964 General Plan.

RECOMMENDATIONS

► 1. The current 17,000-a-year population growth trend and at least two alternative target populations—one lower and one higher rate—should be analyzed by the Planning Board to ascertain their overall impact on the County.

► 2. The General Plan should be reviewed and reconsidered in light of the study of alternative population growth levels proposed above, the energy crisis, and the Metropolitan Washington Council of Government's (COG) Reevaluation of the Year 2000 Plan.

Development of a local growth policy begins with consideration for the present and future resi-

dents of Montgomery County.

As stated in the introduction to this report, the Committee is not prepared at this time to recommend a specific population limit. The convergence of many factors, however, indicates that some form of growth management must eventually occur.¹

Major considerations in development of such management are: responsibility of the County for helping meet the housing and employment problems of the region; ability of the County to finance an adequate variety of public facilities and services; and acceptance that amount of growth should not be unlimited but conditioned by natural and man-made environmental resources.

While Montgomery County no longer doubles its population every decade, it is growing at a significant 2.5 percent a year. In ten years the population is projected to reach 747,000. Basic to the formulation of growth policies are these

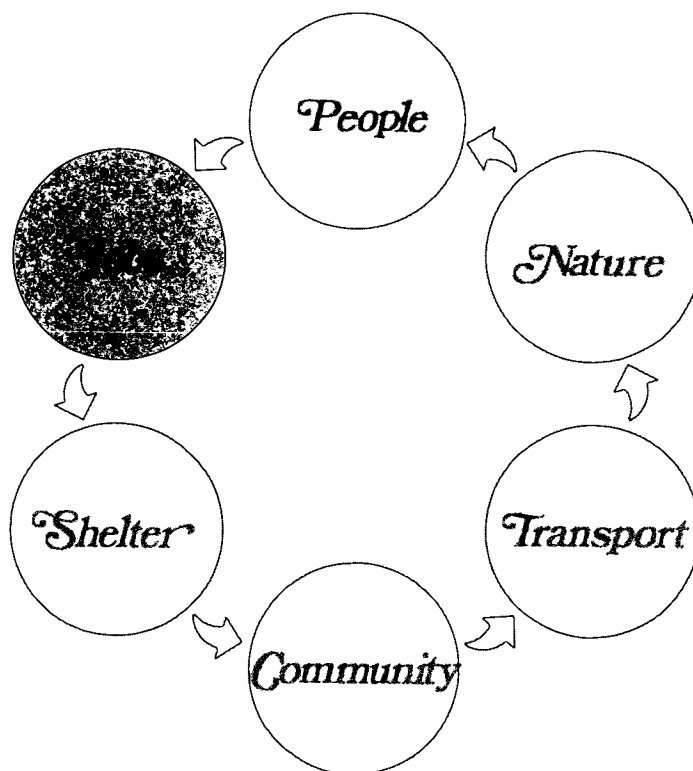
¹ See Interim Report.

facts: the number of households is increasing faster than the number of people, a large percentage of which are young marrieds and singles; the average age of the population is increasing; and there are rapid changes in family income distribution.

Even if Montgomery County had no population increase, its people would age. At the same time, there would be more younger and more smaller households—all affecting in different ways available natural resources and fiscal capacity. Even with no growth, it would still be necessary to deal

with the drain of pollution on the environment, scarcities and over-consumption of resources, but in a substantially more manageable way.

Attempts by other jurisdictions to put numerical limits on growth have raised complex constitutional issues. Any County policy affecting population limits must also be tempered by regional considerations and Montgomery County's responsibility to neighboring jurisdictions. Nevertheless, within the County's ability to act, a commitment to carefully managed population growth is necessary.



Jobs

DIRECTION

Montgomery County's changing and growing labor force requires action to assure a balance between job opportunities and the available work force.

RECOMMENDATIONS

► 1. In the short term the County should stimulate a broader range of employment opportunities by encouraging economically viable industry in planned growth corridors and centers in accordance with a regional strategy, adopted master plans, and the Adequate Public Facilities Ordinance.

► 2. The County should attempt to adjust any significant imbalance between the number of present jobs available and the supply of housing for all types of employees. The Planning Board and County Council should consciously link new housing and employment centers in the early planning stages. (See Recommendation 4, Shelter.)

► 3. The County should develop a comprehensive manpower policy to guide location of employment-generating activity, particularly that of the federal government. In the absence of compelling reasons to the contrary, federal agencies locating in Montgomery County should be made to conform to County planning policies as required by the Intergovernmental Relations Act of 1968.

Over 50 percent of today's resident labor force work in the County. But large numbers of young people are beginning to look for work, and an increasing number of women want jobs. These are two factors expected to contribute in coming years to a labor force that expands faster than the population. 47 percent, or almost 108,000 more workers will be added to the County labor force by 1980 unless outmigration occurs. Only about 90,000 more jobs are expected to be available under current trends.

According to Planning Board estimates, the local 1980 labor force will be much different from that of the 1970's. It will contain more young people and fewer experienced workers. In the past decade, women workers have already increased 17.2 percent, and the percentage of families with both husbands and wives working has increased 23.3 percent since 1960.²

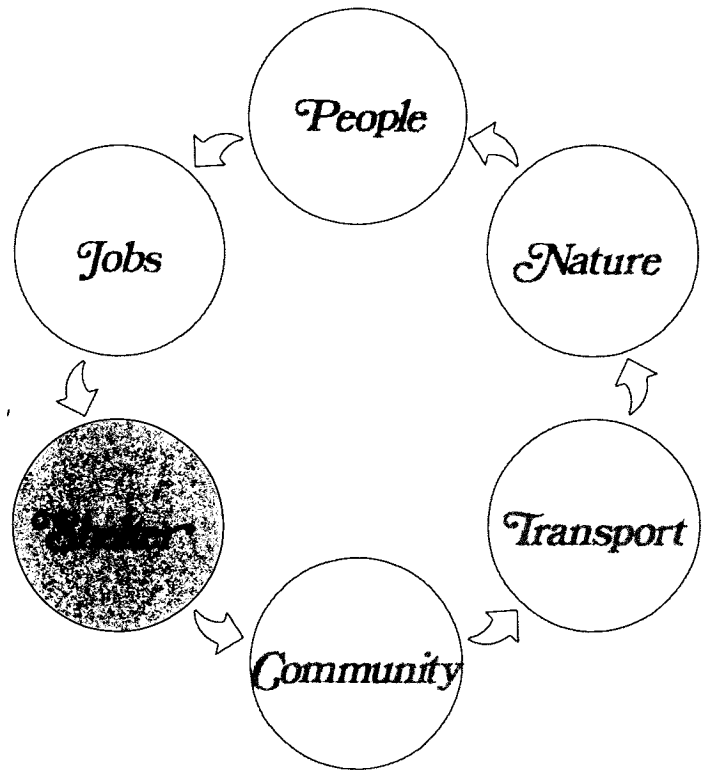
This trend toward two salary earners per family, coupled with a generally high wage scale, accounts for the very high median income of County residents. Increasing numbers of high income families and greater disposable income

² Population and Household Growth Forecast 1973-1983, M-NCPPC.

generate more demand for public and private services. These are among the factors adding to employment opportunity and population growth. (See *Recommendation 1, People.*)

For the future, a wide variety of employment opportunities should be generated in the construction industry and within the retail, cultural and office complexes envisioned in Central Business District (CBD) and corridor development to match the changing character of the labor force. The coming of mass transit and feeder bus lines should also generate jobs and at the same time make it easier to get from home to job.

If jobs are available, housing and transportation, discussed elsewhere in this report, must also be available to job holders.



Shelter

DIRECTION

Montgomery County shares a regional responsibility to provide a full range of housing choices for people with a wide variety of incomes, ages, and life styles.

The County government must assume basic responsibility for increasing the availability of low and moderate income housing.

RECOMMENDATIONS

► 1. In each master plan, land should be designated for low income housing. Those sites should be acquired by the County to assure actual construction of housing.³

This recommendation has the advantage of dispersal, fiscal responsibility, and community in-

volvement. Unlike previous efforts to provide large facilities of subsidized housing in established areas, the small, designated parcels in each master plan would have minimum impact on any one neighborhood. It would be less costly to acquire the designated parcels in advance of surrounding development, and finally, advance notice of the plans could ameliorate potential community problems.

► 2. The County should adopt a usable mobile home zoning ordinance.

The County Council should permit carefully regulated use of this important source of relatively low-cost housing. The proposed Residential Mobile Home Zone adopted by the Planning Board may not meet this objective because of its relatively low densities.

► 3. The County should adopt policies to preserve and upgrade structurally sound housing in older neighborhoods. Existing lower-cost housing

³ Dissent by William Colman. "This recommendation is too narrow, being confined to a particular method of assisting low income housing. Leased housing on a scattered unit basis, for instance, can often be a more expeditious and acceptable method of low income housing assistance."

should be maintained and older neighborhoods preserved. In this regard, the County should:

- a. Utilize State and County authority to make low-interest loans for maintaining or rehabilitating older housing.
- b. Create an economically feasible residential zone to be used for replacement of existing deteriorating R-60 housing close to CBD's.
- c. Provide tax incentives to owners of older housing to maintain them in good condition.⁴
- d. Realistically review, revise and enforce housing, zoning and health codes to remove unnecessary restrictions and to prevent violations.
- e. Amend the housing code to require exterior maintenance.⁵
- f. Coordinate the construction and availability of new housing with code enforcement so that families relocated or displaced from substandard units are given first priority on new public assisted housing.
- g. Continue community development programs to upgrade substandard housing conditions without displacing communities.

▷ 4. The County must accept responsibility for balancing the number of jobs and the supply of housing available for the people who fill those jobs. (See Recommendation 2, Jobs.)

The County's employment responsibility cannot be separated from its housing responsibility. The price structure of housing should permit people who work in the County to also live here if they so choose.

▷ 5. The County should encourage a diversity of housing types, to alleviate the situation under which all but the highest income group lack a housing choice with respect to price, location, accessibility and certain amenities.

- a. The County should encourage commercial and residential mixed-use development, especially in urban cores.
- b. The County should encourage a mix of housing

types such as high-rise and garden apartments or single family and townhouse within a single development.

- c. The County should give preference to housing developments with mixed price ranges.
- d. The County should give preference to developments facilitating the provision of such currently desirable amenities as bikepaths, pedestrian access to shops and schools, recreational facilities, contiguous parks and public transportation.

The County government is the most appropriate instrument for taking immediate action to stimulate production of low and moderate income housing. The County should aggressively use the new Housing Opportunities Commission, establish new housing programs, and more effectively utilize ongoing programs, including support of an array of direct and indirect subsidies.

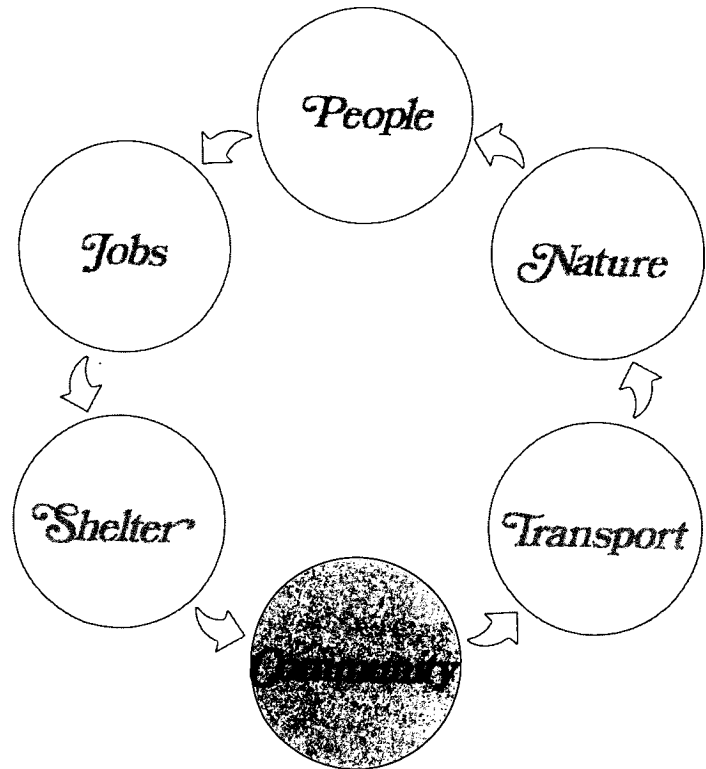
The Moderate Price Dwelling Unit Ordinance (MPDU) is a step forward in that it requires builders of subdivisions of fifty or more units at a single location to provide at least 15 percent of those units for rent or sale at a moderate price. MPDU requires at least 20 percent of Town Sector and Planned Neighborhood Zones to be moderately priced.

However, many factors have frustrated progress in providing housing choices for low and moderate income families. Housing costs have skyrocketed under pressure of inflated prices for land, materials, labor and financing. The conversion of apartments to condominiums has drastically reduced the available supply of moderately priced rental housing. The continuing sewer moratorium is causing a growing deficit between housing supply and demand, especially the demand for smaller units by increasing numbers of young marrieds and the elderly.

In summary, because current demand for low and moderate income family housing is unmet, and because policies for meeting increased future demand seem inadequate, new actions are required.

⁴ Dissent by Gordon V. Smith.

⁵ Dissent by John W. Neumann and Gordon V. Smith.



Community

DIRECTION

Montgomery County must preserve and protect the character and integrity of existing neighborhoods and plan in a manner that fosters community.

RECOMMENDATIONS

► 1. *County agencies should provide and link public facilities and services in a cohesive manner and on a sufficient scale to enhance and strengthen community identity.*

The County should strive to protect the integrity of existing neighborhoods, especially those on the fringes of business districts and transit station areas (TSA's). The social integrity of a community of homogeneous inhabitants offers the security of similarity, safety, and continuity. Heterogeneous communities offer diversity of life styles, innovative social amenities and more choice of housing types. Both kinds of community are desirable and in need of strong identity features to sustain their choice of life style.

► 2. *The County should establish neighborhood centers in all existing and future communities wherever it is possible to combine or coordinate use of facilities to prevent duplication.*

Neighborhood centers should provide an identity and focal point for community activities including local recreation and public and private services. Centers could become information pools on available public services. They could provide day-care for pre-schoolers, year-round recreation programs for all ages, community meeting facilities, programs for the elderly, and those public services most economically administered when decentralized.

By considering neighborhood centers as a community school function, the County could more effectively utilize existing facilities, particularly downcounty elementary schools with declining enrollments. The community school concept should also be considered in new developments.

▷ 3. *The County should help assure a balanced mix of community services through carefully planned CBD's. (See Recommendation 3, Location.)*

County CBD's should become recognized 24-hour activity centers with a balance of housing, commerce, recreation, employment, cultural activities and retail shopping. Each should be physically designed to serve the surrounding community as well as the region itself and each should provide easy access by pedestrians and bicyclists in addition to auto, bus and rail.

▷ 4. *The County should support enactment of development district legislation by the Maryland General Assembly.⁶ (See Recommendation 3, Timing.)*

This legislation would permit County government to buy and assemble land parcels of diverse ownership in CBD's for public improvements or for sale or lease back to private developers. Without this capability, the present fragmented land ownership pattern may prevent achievement of the desired design and mix of development.

▷ 5. *County agencies must act to protect certain residential areas against threats to neighborhood character posed by extensive development or redevelopment projects in the vicinity. (See Recommendation 2, Nature.)*

Master plans and sector plans should designate areas to be protected, spell out actions necessary to assure protection and state the costs of the

protection. The plans should identify anticipated environmental, aesthetic, transportation, and other impacts on neighborhoods. They should also describe alternative public and private actions required to mitigate such adverse impacts as air pollution or over-extended sewerage capability.

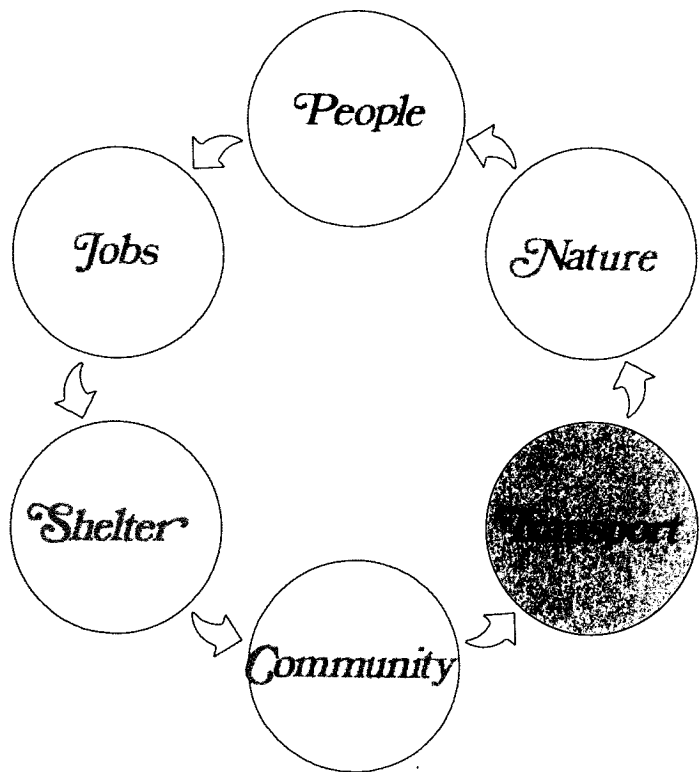
▷ 6. *The County should make available public funds for community-initiated improvements of housing, public facilities and services, and other projects.*

Many factors affect Montgomery County's existing neighborhoods:

- The average age of residents is rising.
- Marriage and birth rates are falling.
- Increasing numbers of unmarried, divorced, and elderly persons make up neighborhood populations.
- Adverse environmental and aesthetic impacts are increasing.
- Here, as across the country, communities tend to stay outside the political process until they are threatened, often by the consequences of growth elsewhere.

While neighborhood concerns cannot override County concerns, the government should encourage early involvement of local communities in decisions on anticipated changes affecting them. The County should recognize and nurture the physical, social, and economic needs of individuals within neighborhoods to the end that a sense of community for all residents can grow and flourish.

⁶ Dissent by Ray E. Mahaffey.



Transportation

DIRECTION

Public transportation must be recognized as a government-financed public service.

Montgomery County must provide better cross-county and other transportation facilities.

RECOMMENDATIONS

► 1. *Financial aid to public transportation should be a top priority.*

The call for a definite commitment to transportation stems from certain existing conditions:

- Privately owned transit systems across the nation are going bankrupt.
- The capacity of downcounty roadways cannot be substantially increased to accommodate expanding demand except at unacceptable environmental and community costs.
- Bikeways and biking facilities, together with pedestrian walkways, are inadequate.
- There is almost no cross-county public transportation.

Transportation planning should move concurrently toward two goals. For the short range, meeting urgent transit needs includes the provision of jitneys, dial-a-ride, cross-county buses and bus stop amenities. For the long range, the provision or non-provision of transportation facilities must become a major factor in managing staged growth, determining location of future growth, and influencing the design of Montgomery County communities. Actions are therefore recommended to provide a diversified transportation system. Each transportation mode should be developed in direct relation to the most advantageous regulation of land use, more livable communities, and available additional public services.

The County has already made a strong commitment to mass transportation. Millions of tax dollars have been allotted for Metrorail, Metrobus and commuter rail. County expenditures for Metrorail have reached about \$50 million and for Metrobus another \$5 million. This pattern should be continued. Indications are that even with in-

creased federal and State aid, County expenditures for mass transportation in the future will be substantial. Therefore, the County should expand an already extensive investment in bus and rail systems.

Full public subsidy is not suggested; rather, this report urges the County to adopt a financial commitment to transit as definite as the one it already undertakes for schools, police protection and sewage treatment facilities. As an increasingly essential public service, transit should be provided at a nominal fee. The public investment should be regarded as a contribution to air quality improvement, to mobility of medium and low income groups, and to maintaining the integrity of residential areas by limiting automobile traffic.

▷ 2. *The County should provide an effective bus system which will also serve as a feeder to all future Metro stations.*

In fulfilling its responsibilities for providing adequate public services, the County must meet a variety of transportation needs. An effective countywide bus system will help to insure the success of the rapid rail transit system, both of which depend upon increased ridership. The County has many neighborhoods that because of low density cannot be economically served by fixed-route transit. A variety of "para-transit" methods (licensed jitneys, dial-a-ride, fixed route taxi cabs, etc.) need to be explored and authorized where appropriate.

▷ 3. *The County should provide better cross-county transportation.*

The absence of adequate lateral travel routes for both public transportation and private travelers is one of the County's most critical transportation problems. Both the road and transit systems are essentially arterial, feeding into the District of Columbia. Only East-West Highway, the Beltway, and Randolph Road now afford substantial cross-county circulation. Some lateral routes have been proposed to alleviate present arterial congestion. Continued study should be given to already proposed and potential routes to improve the total transportation system.

▷ 4. *The County should provide safe bike-ways and pedestrian pathways throughout the County.*

A countywide network of bikeways is needed to link residential, school, employment, business and other public and private facilities. The most immediate need is downcounty.

The County bicycle population already exceeds 200,000 but is thwarted by the lack of pathways. Bicyclists and pedestrians face dangerous conditions on streets and sidewalks; facilities are non-existent for safe parking in either employment or shopping areas. Biking and walking, effective in the battle against air pollution, can be further encouraged by providing lockers at destination points. Additional facilities should be provided along pathways.

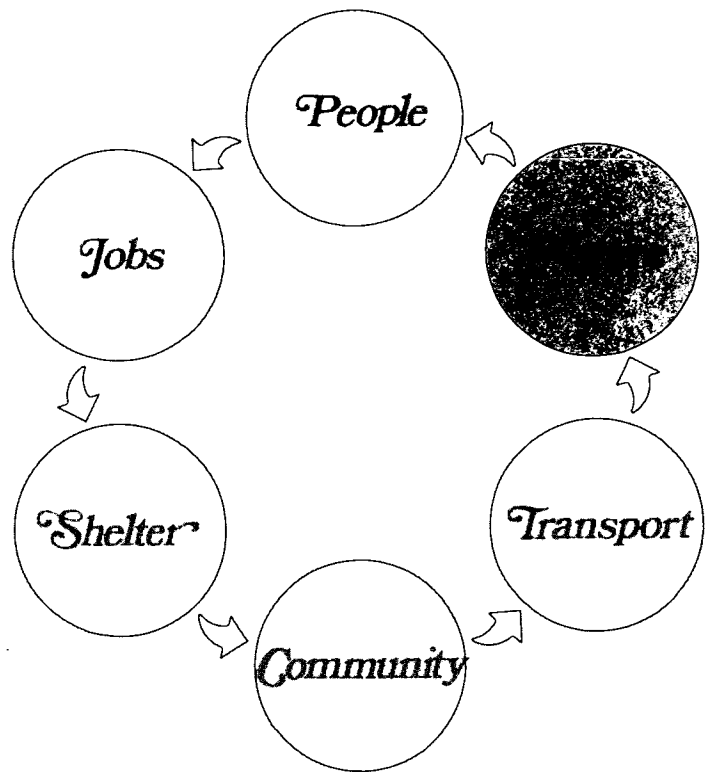
▷ 5. *The County should expedite construction of a segment of the Outer Beltway between 70-S and I-95 in Maryland as well as the proposed Eastern and Western Arterials. These roads are essential to the County's total transportation system and to the ability of the County to develop the corridor in accordance with the General Plan.⁷*

Construction within Montgomery County of the Outer Beltway and the Arterials would serve corridor development in Gaithersburg and Germantown and also relieve 70-S traffic. Major sections of the Outer Beltway in the County need not be linked to a continuous beltway serving other jurisdictions.

▷ 6. *The County should attempt to separate local and through traffic by providing service roads or other internal traffic patterns to new and existing commercial establishments and residential developments where feasible.*

Each intensively developed area should provide for its own local traffic, diverting it from the regional system. Newer residential areas are designed to eliminate through traffic; future developments should make the same provision. Where possible, developed areas should attempt to alter adverse travel patterns to meet this objective.

⁷ Dissent by Sigmund Berkman



Nature

DIRECTION

Environmental protection must become a major consideration in all planning and land use decisions.

Land uses should be limited by "holding capacity" determined by natural and public service constraints.

RECOMMENDATIONS

► 1. *Ecological systems should be used as constraints to any new growth and development should be accommodated without upsetting the natural systems. These constraints can be modified by technical improvements.*

a. Water Supply

For the short term, priorities should be on decreased consumption through water saving devices and a revised rate structure under which charges for above average water consumption would rise in proportion to the increase.

For the long term, priorities should be on cleaning up the Potomac Estuary, interconnecting distribution systems, and increasing storage capacity.⁸

⁸ See Interim Report for further background.

The water supply in the metropolitan area is managed by three autonomous agencies with federal and State regulations affecting County action. With the present water supply system, available water during low flows of the Potomac is less than maximum demand. The total water resource will only be adequate provided action is taken on the above recommendations.

Montgomery County should assert leadership in continuing to advance policies for water conservation, water quality, and in supporting long-range regional development of an adequate water supply. (*Recommendations 1 and 2, Regionalism.*)

b. Water Quality

Surface and ground water quality is controlled by federal, State, regional and local authorities. In Montgomery County, streams are affected by sewage treatment programs, agricultural activity, and storm water runoff in urbanized areas. The degree to which water quality is a valid measure for population carrying capacity and to which storm water affects water quality is the subject of an ongoing watershed study. Initial findings show that water quality standards and criteria are routinely violated which will require more vigorous enforcement if water quality goals are to be achieved.⁹

⁹ See Interim Report for further background.

c. *Storm Water*

A consideration for future development should be the capacity of each watershed to handle storm water.

Storm water has always been treated as a waste, something to be gotten rid of fast. But every piece of land is part of a watershed or drainage basin. Each parcel of land is either upstream or downstream from all adjacent land. Therefore, all are interrelated and interdependent. Storm water management also involves improvements in stream valleys and natural waterways, and flood control programs.

d. *Sewerage Capacity*

Preference for sewer availability should be given downcounty.

Various locations in the sewerage system are now operating at or above capacity limits, with similar conditions expected at other locations as authorized connections to the system occur. A major factor in the ability to develop land for urban uses is the ability to obtain sewerage. The pressure to relax regulations on the development and use of septic tank systems is clearly a result of inadequate sewer facilities (both transmission and treatment). In order to promote development as recommended in the Urban Ring* and the 70-S Corridor, treatment facilities for those areas must be included in the Ten Year Water and Sewer Plan and must be constructed as quickly as possible.

e. *Air*

The County should determine the implications of the Federal Clean Air Act of 1970 on land use and transportation and recognize these implications when planning for development.

Air pollution in the County stems largely from vehicular sources. It is a concern for the health and economic well-being of citizens. Federal and State requirements, enforced regionally and locally, permit stricter local standards. The County is just beginning, however, to consider air quality in its land use planning process. (See Recommendation 1, Regionalism.)

* See Interim Report, p. 38.

► 2. *Upper Montgomery County wedge areas should be fully protected and conserved.*

In addition to and in place of the five-acre rural zone as now known, several zones should be developed for wedges:

- *an agricultural district zone which would include operating farms and land which because of fertility should be kept in agricultural use.*
- *a conservation zone, which applies to areas of unique natural resources and features along stream valleys and steep slopes.*
- *a rural community zone, which applies to existing rural communities where redevelopment can only occur when initiated by the community.*
- *a five-acre zone which should be retained for the remainder of the wedges.*

► 3. *Development in CBD areas should be limited by environmental and other constraints including adequacy of public facilities, road-carrying capacity, sewer availability, provisions for recreation and open space, and by the uniqueness of each CBD. (See Recommendation 5, Community.)*

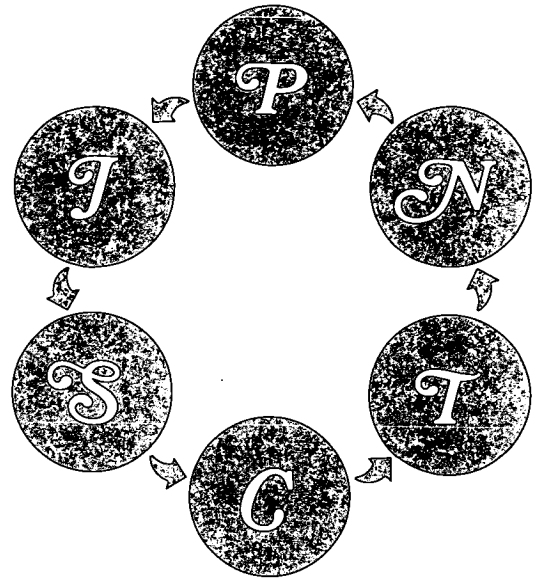
When master plans and sector plans are developed, the County should identify anticipated environmental, aesthetic, transportation and other impacts on neighborhoods and describe alternative public and private actions required to mitigate adverse impacts, whether local or county-wide.

► 4. *The County should encourage the public and the construction industry to accept solar energy as an energy conservation measure and as an alternative to traditional heating systems.*

It should be recognized that an inadequate fossil fuel supply can become as great a constraint on the housing supply in the future as the sewer moratorium is today.

► 5. *Major nonrenewable mineral resources such as gravel, sand, and lumber should be identified and preserved, with appropriate buffer zones between and surrounding the land. Final best uses also should be determined and planned.*

The Location, Timing & Cost of Growth



Location

DIRECTION

The County's most intensive and varied development should be confined to CBD's and selected transit stations and planned in a manner that provides appropriate protection of adjacent neighborhoods.

The County should reinforce efforts to discourage growth in wedge areas.

During the next ten years, development should be concentrated in downcounty areas and in planned corridor cities.

RECOMMENDATIONS

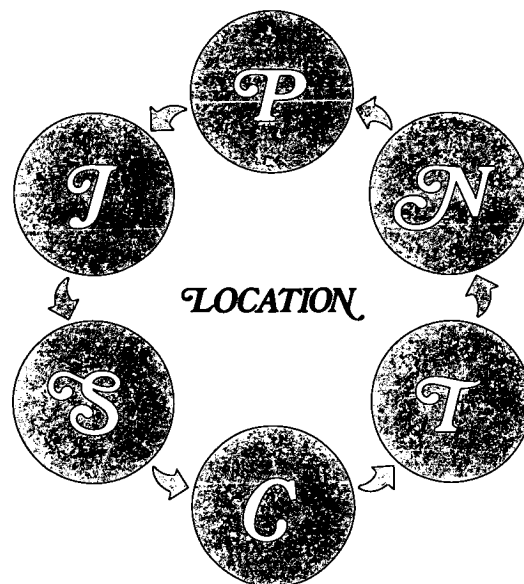
▷ 1. The County should encourage its highest density and mixed-use development around those selected transit stations suitable for development and in the major CBD's. A major portion of the population growth occurring in the next ten years should be directed downcounty.

▷ 2. In order to promote well-planned development downcounty, some interim capacity for sewage treatment must be allocated to this area.

▷ 3. CBD's should be developed as intense office, commercial and residential centers, oriented around Metro stations. This development should be in keeping with recommendations of the Blue Ribbon Committee on CBD's and TSA's and with sector plans.

▷ 4. Sector plans should be approved and adopted as soon as possible to meet development pressures caused by Metro stations. In general, land within TSA's should not be rezoned pending adoption of such plans.

▷ 5. Development should be encouraged within the sewer envelope along the 70-S Corridor and restricted within the wedges. Future ad-



ditions to the envelope should be confined within the planned corridor. Upzoning applications denied within the wedge areas should not be resubmitted for five years.

▷ 6. Every effort should be made to limit access to the Dickerson AWT sewer line. Particularly in small, isolated upcounty communities where treatment capacity is urgently needed, the feasibility of other means of sewage treatment, such as smaller treatment plants and land treatment should be considered, instead of tapping into the Dickerson line.

Montgomery County should provide a clear and consistent development framework so that needed development will occur which will both sustain a healthy economy and protect land as a natural resource while providing for the growing needs of a mobile population.

These are among the critical sewage, energy, and transportation conditions making government action necessary:

- There is a current sewer moratorium and no prospect for additional sewage treatment capacity until expansion of the Blue Plains treatment facility is completed, and other interim treatment plants are operational. Therefore, the County can service new development and construction only in those areas where there are outstanding legal sewer commitments or where interim treatment capacity is provided.
- In light of the energy crisis and gasoline shortage, continued sprawl in outlying areas will become increasingly costly.
- With Metro scheduled to be partially operational by the early 1980's, decisions should be made now to help assure community services for appropriate transit usage and planned development.

Timing

DIRECTION

The staging of growth on a countywide basis should be developed.

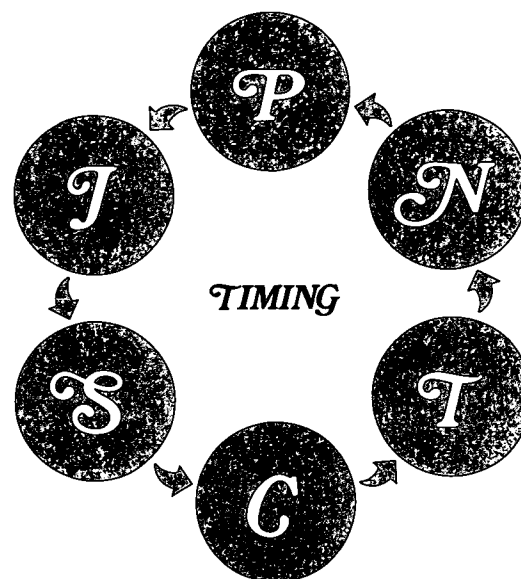
RECOMMENDATIONS

► 1. The Planning Board should develop a countywide staging program that pulls together all of the methods at the County's disposal which can be used to manage and time growth where and when it is desirable.

► 2. The presence of adequate public facilities should be used as a requirement for growth, both in new development and in redevelopment of older neighborhoods. Objectives of the Adequate Public Facilities Ordinance should be extended to areas other than those required in new subdivisions.

► 3. Enactment of Development District legislation would permit needed assembly of land parcels large enough to allow for an appropriate level of CBD development where ownership of the land is fragmented.¹⁰ (See Recommendation 4, Community.)

► 4. A staging policy should be incorporated



in all master plan areas in a manner similar to that of the Germantown Plan.

Until enactment of the Ten Year Water and Sewer Plan and the Adequate Public Facilities Ordinance, and approval of the Germantown Master Plan, there was neither much concern for timing nor the specific means to accomplish staged growth.

Under the Germantown Plan, growth is planned in increments over a 25-year period based on logical and programmed extensions of sewer and water facilities. If some unforeseen event slows phase one or changes some of its elements, the next phase may not be able to occur. If a developer wants to do something out of stage, he must overcome considerably more barriers than if he stayed within the plan.

If the staging concept of the Germantown Plan is duplicated by all area master plans, together they would form the needed countywide blueprint for staged growth. There is no staging provision in the General Plan and one is merely implied in the CIP. The most difficult problems for staging are posed by already built-up planning areas where basic facilities are in place and cannot be used to stimulate or discourage growth.

¹⁰ See Interim Report.

Cost

DIRECTION

Master plans and sector plans should be based on economic, environmental, and cost analyses.

The Capital Improvements Program should group its projects by planning areas and clearly relate its proposals to established growth policy.

RECOMMENDATIONS

► 1. As more sophisticated techniques become available, the decision-making process for growth policy should include more detailed economic and fiscal analyses of alternatives and options, applied to master plans, sector plans, and other major development proposals.

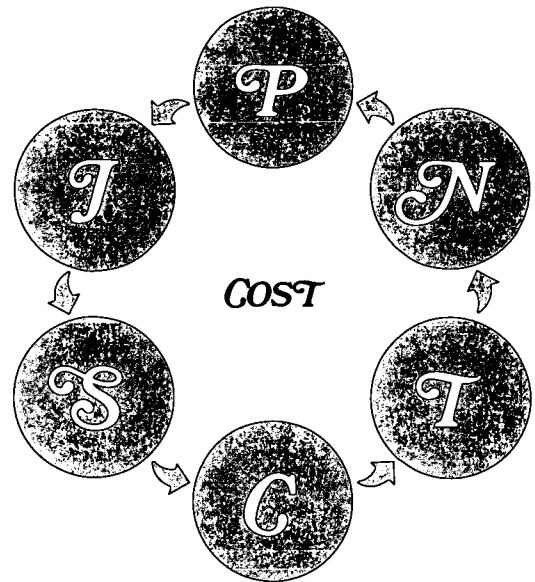
► 2. The CIP should present its projects by established planning areas.

► 3. In order of priority, CIP objectives should be to:

- a. fulfill current needs of existing stable areas;
- b. acquire land and build necessary public facilities in CBD and TSA areas as part of a staged process;
- c. extend services to new areas.

Existing County policies and procedures do not include mandatory cost/benefit studies, and it is clear that improvements in the quantitative information used in growth policy decision-making are necessary. Without knowledge of the results of specific actions, intuitive reaction becomes the basis for decisions.

Techniques for assessing fiscal and environmental impacts of policies and projects include



simulation models, cost/benefit analysis, and cost/effectiveness studies. Two major drawbacks to these methods are lack of solid theoretical foundations and lack of empirical data to be used in the models.

Development of appropriate models and techniques and the collection of data would make it possible to consider the economic impact of master and sector plans before the plans are adopted. These models should be broad enough to permit an evaluation of a plan's impact on the economic structure of the County as well as on its own area. A cost/benefit study of the Silver Spring CBD, for example, could yield congestion and pollution costs affecting other areas of the County as well as the District of Columbia. On the other hand, benefits might include revitalization of the area and restoration of deteriorating neighborhoods. Such studies would facilitate the identification of conflicts and the trade-offs which ultimately must be made.

Models of the economic and social structure would specify different housing configurations, localities, size and types of employment, transportation modes, levels of public service, and private cost limits.

Combined with consideration of public attitudes and values, such quantitative knowledge could suggest better ways of achieving County growth management objectives. The benefit of this approach is in the future. Only sketchy results will be available in the first three to five years; initial results will be suggestive rather than definitive.

In regard to the CIP, grouping projects by planning areas will aid in informing interested citizens, agencies, and private investors as to what public construction is going to occur in specific areas and when it is scheduled, enabling them to plan accordingly. The Committee feels that the first priority of expenditures in the CIP should be to the downcounty area, in order that existing deficiencies in public facilities can be overcome.

In preceding pages, this report recommends substantially increased capital and operating budget expenditures to subsidize transportation as a public service and to provide low and moderate income housing. The Committee has not been able to deal with the question of overall revenue issues. It is the Committee's judgment, however, that the financial resources are available if the citizenry has the will to meet the obligation to provide these priority needs.

Growth and Citizen Participation

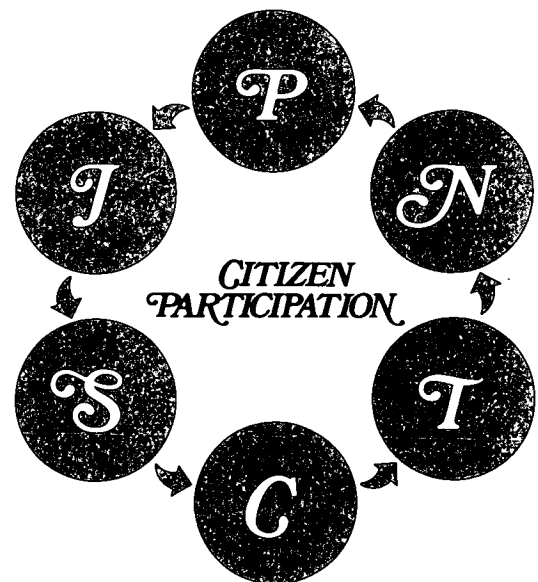
DIRECTION

Montgomery County must continue to encourage greater citizen interest and involvement in development and implementation of growth policies.

RECOMMENDATIONS

► 1. The County should continue the work of a citizen advisory committee to review and recommend modifications of growth policies on a regular basis. (See Introduction.)

Over the past nine months, the Advisory Committee on County Growth Policy has amassed considerable information which can serve as the basis for further review, expansion and updating.



The general public should be encouraged to participate actively in further deliberations about growth through future committee or government-sponsored meetings, public hearings, and forums.

► 2. The County should establish organizational mechanisms to foster better communication and understanding among developers, builders, citizens, public interest groups, and local officials in formulating development plans.

This should stimulate continuing citizen interest in growth issues, aid in making the best choices, and avoid misunderstandings of how and why decisions are made.

Growth and Regionalism

DIRECTION

Montgomery County, as part of the Washington Metropolitan Area and the State of Maryland, contributes to and shares responsibility for regional and State problems and should cooperate in a program to coordinate interjurisdictional solutions to growth problems.

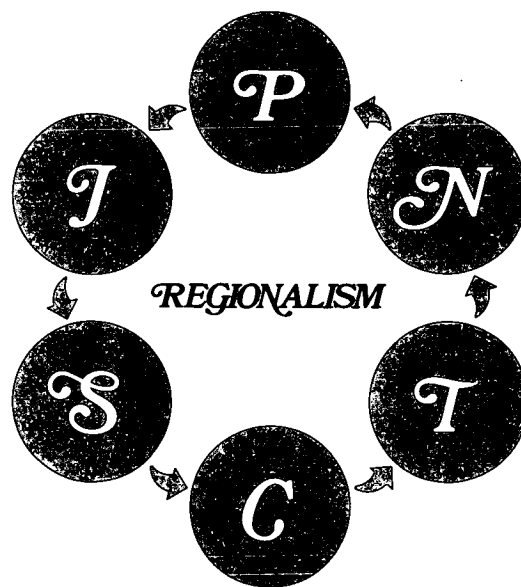
RECOMMENDATIONS

► 1. *Montgomery County must assert leadership in establishing the appropriate regional agencies to solve and set standards for such environmental constraints on growth as storm water, air quality, water quality, and water supply. (See Recommendation 1, Nature.)*

Watersheds and air basins are larger than local boundaries. What happens in one area of a basin affects all other parts. What is put into a river at any point affects the rest of the water downstream, and that water may be someone else's drinking water or playground. Water quality and air quality are regional concerns and must be dealt with cooperatively.

The Council of Governments is a regional organization of 15 local jurisdictions, of which Montgomery County is a member and strong advocate. COG's authority, however, rests solely on local approval and implementation. Unless such a regional body is given some enforcement power appropriately related to local powers, some other regional agency may need to be considered.

► 2. *Montgomery County must continue to advance water conservation and water quality policies, including a search for additional federal*



funds for regional development of adequate water supplies and construction of water storage facilities. (See Recommendation 1, Nature.)

Long-range plans such as building the Sixes Bridge and Verona Dams, interconnecting the three major water supply systems in the region and increasing storage capacity, must be considered. The COG-sponsored Water Shortage Emergency Plan recently adopted by WSSC is a contingency plan intended only to counter crises.

When planning is done by a regional agency or one set up by two or more states, the federal Clean Water Act of 1972 will make funds available for wastewater management planning and comprehensive areawide programs for all water uses, including pollution control.

► 3. *Montgomery County government policies must reflect shared regional responsibilities for housing and employment.*

The federal government is the prime growth generator for the region. People move "to Washington" and become residents of one or another of the suburban or District jurisdictions. Many County residents are dependent on other jurisdictions for work, business, and leisure. Others who work in the County are dependent on neighboring jurisdictions for housing.

Because of this interconnection, it is important that effective institutional mechanisms be utilized to work out the housing and employment problems and imbalances that have occurred and are caused by a fragmented approach to metropolitan growth generally.

Appendix

Comments

Glossary

Registrants

Schedule of Meetings

Comments

The decisions of the Advisory Committee were not unanimous. The following are comments and dissenting opinions entered for the record:

SIGMUND BERKMAN

The Committee defaulted on one major aspect of its charge—to recommend an appropriate level of growth. A reason cited for this failure was insufficient time to study the generators and components of growth. The Committee had available more data on population growth than any other single issue. The economic dynamics of the area were discussed a number of times. The Committee does urge the County to work with the federal government in developing a growth policy, but how do County officials do this without a guiding position?

The lack of a national population location policy is critical in another respect. Over 50 million young people will be reaching maturity in the 1970's, entering the labor force, marrying, forming households and having children, all growth generating activities. Montgomery County should not close its doors, forcing this growth into more fragile environments.

Adequate housing for low income families will require heavy public subsidies. My preference is for direct subsidies rather than hidden subsidies and gimmickry. Montgomery County will not solve the entire problem but must be prepared to make a major fiscal commitment for this need.

I dissent from the recommendation to construct the Montgomery County segment of the Outer Beltway and the Eastern and Western Arterials. I did not believe that I could make an informed judgment on the basis of available data. But even more important is a gut reaction that this recommendation undercuts the concept of supporting mass transportation over the private automobile made elsewhere in the report.

SCOTT FOSLER

The final report of the Growth Policy Advisory Committee should prove useful as a consensus on a range of growth related issues. In general, the directions suggested in the report add up to a greater concern with the quality of the physical community, and that I fully support.

However, I had hoped the Committee might have gone further. The report does not provide the comprehensive framework that might give us a clearer vision of what needs to be done to hammer out an effective growth policy. And it is weak in specifics that can guide policy makers in their day-to-day decisions. The report strains admirably at both but fails

somewhere in between. Specific measures that are recommended may be somewhat suspect for failing to relate to a broader conception of growth policy.

An example of the kind of issue that has fallen through the cracks is that there is no mention of the role of incorporated and special taxing areas in the planning process. I would hope that they might be recognized as having a direct role in planning for their areas and that they be formally included in the County planning process.

Another issue that should receive additional consideration is that of the impact of growth on the emotional health of the community. This is a difficult and evasive issue to be sure, but one that will prove to be of increasing concern. While the Committee might not have been expected to provide specific prescriptions for such an issue, we might have recognized it as an important concern, suggested where it fit within overall growth policy, and identified steps that would lead to a better understanding of it and how it might be dealt with in the context of future growth.

The effort clearly has been an important and positive step forward. Hopefully the next growth committee will continue to grapple with the difficult questions: growth to what end? . . . and how do you relate growth policy to ongoing decision-making?

MABLE GRANKE

Because of its long term importance and the fact that the use of solar energy is a practical alternative to conventional energy sources, I would have liked to have had the Committee amplify its recommendations on solar energy to include:

1. Promote the use of solar energy by example and construct as soon as possible public buildings using solar energy as the source of heat. Recreation-type buildings could be initial examples.

2. Change the Housing Code to require upgrading of insulation standards regardless of heating method, but particularly to enable use of solar energy for heating purposes.

3. Encourage the above by providing tax incentives, to be formulated on a priority basis, in the construction of private homes.

SYDNEY HOWE

This challenging exercise has demonstrated the need for a real citizens' forum to examine the forces generating growth in Montgomery County.

Numerous current initiatives of the County Planning Board are sound and aggressive, as are many recom-

mendations of the Committee. But both bodies have been reluctant to enter vital areas of population policy (or its absence) affecting our region and nation, of decisions (or inertia) of various government units affecting the amount and distribution of County and regional growth, and of commercial incentives for growth that may or may not equate with the public interest. The Committee has neither evaluated the County's institutional arrangements for managing growth nor has it investigated alternatives developed by local governments elsewhere.

This preoccupation with symptoms rather than causes seems attributable to the Planning Board's choice of Committee members, to the chairing and guiding of full Committee sessions by the Board's able Chairman, and to the kind of information provided by the Planning Board staff. These comments imply no disparagement of the Board or its staff; however, their understandable and sincere desire to advance programs already in motion and to avoid conflict have, in effect, forestalled analysis of underlying conditions.

At least two substantive changes in which I understood the Committee to concur in its final session have not been incorporated in this report.

If the past year's Committee work now fosters sharp inspection and comprehensive treatment of basic growth problems, it will have been worthwhile beyond the knowing of new friends and respected adversaries.

JOHN JORDAN

Much of the time of the Advisory Committee was spent deciding what issues to deal with and what its role was with respect to those issues. In the end, our recommendations are qualitative rather than quantitative, as befits policy. However, quantitative analysis is required to determine whether or not some of the recommendations are in conflict with each other or are economically feasible. For example, Recommendation 1 in the "People" section calls for an impact analysis of alternative growth rates. Its main purpose is to alert the reader to the fact that the Committee has not assessed growth rates, and cannot say whether the present rate is desirable from the standpoint of costs and revenues to the County, environmental impacts, transportation facilities, open space, etc. On the other hand, Recommendation 1, under "Location" urges that "... a major portion of the population growth occurring in the next ten years should be directed downcounty," while No. 3 says that "County CBD's should be developed as intense office, commercial, and residential centers oriented around Metro stations." We must question how much population

growth constitutes a "major portion", and how much development is "intense?" All those who have participated in the war over Friendship Heights will answer these questions differently.

Similar questions arise with respect to low-cost housing. Given the state of the mortgage market and other prevailing conditions, the County may have to subsidize such housing. How much should be built and how much will it cost? Will provision of such housing affect population projections?

It will be the task of the County Council, the Executive, the Planning Board, and future advisory committees to establish tentative criteria for answering these questions, develop a model to test the criteria against alternative assumptions, and present quantitative impact statements to the citizens of the County. Future advisory committees and studies should aim at developing alternatives that can serve as the basis for conscious choices by the citizenry.

MILTON KETTLER

If we could put our finger on the main problems that face Montgomery County today, they would not be "quality of life," air pollution, or the environment, but would be spiraling taxes and the high cost of housing. Layer upon layer of red tape and bureaucracy can only bring further increases in the cost of government and accelerate the decline in efficiency and service.

Reliance on two new County ordinances is risky. The Moderate Price Dwelling Unit Ordinance has yet to stand a court test on its doubted constitutionality. There are also serious questions raised about the constitutionality of the Adequate Public Facilities Ordinance. These have been clearly expressed in the dissenting opinions in the recent Ramapo Case.

One of the major causes for housing cost increases are taxes and other government red tape and requirements. Most people don't realize it, but well in excess of 25% of the cost of a new home and its land are paid to the State and local governments in some form or another. For instance, one single category of items that adds 1½% to the cost of most housing is State and county transfer taxes. It's hard to attack this subject because most of the added requirements come in small sums, but there are now so many score of them that they add up to an enormous proportion of the cost of housing.

The conversion of apartments to condominiums has increased the supply of moderately priced for-sale houses. One way of increasing the supply of rental housing is to eliminate rent controls.

I do not share the concern of many people that air pollution should be a major factor in planned development. Much has already been done to reduce the amount of air pollution and the projected use of emission controls will provide the solution for 75-90% of the problem.

"Quality of life" is, frankly, mighty good in Montgomery County. A growth policy should include a commitment to maintain and improve our quality of life, along with a conscious effort to rely on the private sector rather than government to provide more services. Within our growth, we must provide housing opportunities within reasonable proportions for our share of all economic levels. Particularly, we must address ourselves to job holders within our county to make it possible for them to also live here. This is morally appropriate and should prove to be just plain good business as a balanced resident work force is necessary for a healthy economy.

Within the policy of available housing for a broad income range, and for varied lifestyles, we must rely as much as possible on the private sector to use its expertise and experience to do the job. History has shown dramatically that "government programs" to solve the problem have elected politicians and used much of our tax dollars while they have produced very little shelter. Shelter has been produced by people using hands, tools, materials, brains and capital, not by legislative edict.

JESSE MAURY

The Committee report is lacking in its discussion of the implications of the proposed AWT at Dickerson and the force main to serve it, as well as the problems of proliferating package sewerage treatment plants and septic tanks.

The 60 mgd plant at Dickerson will have a disastrous effect on the General Plan by requiring extension of a force main 13 miles across the western wedge.

Fifty years experience in urban development has proven conclusively that a trunk sewer line is inevitably followed by dense development. Any assumption that provision for limited access can withstand the assault of land-speculative forces is good only for the limited term of office of a particular group of public officials. This trunk line to Dickerson would spell the doom of the western wedge, our adopted General Plan, and the hope to keep taxes, energy consumption, and air pollution at reasonable levels in the County. Moreover, the physical-chemical treatment process proposed for the Dickerson plant is irrational in a world of limited resources. It will discharge effluent into our river after using valuable chemicals and scarce energy to destroy rich nitrogen fertilizer, instead of returning this material to the soil by irrigation spraying and augmenting the ground water supply.

Placing the plant at Dickerson led to the erroneous assumption that land treatment was infeasible due to the impermeability of the soils in that vicinity. But, if the plant were relocated near the thick, permeable soils in the central County (which could be done if there were no need to discharge effluent into the Potomac) the capital cost of land treatment might well be reduced by \$100,000,000.00, making the latter an economically feasible alternative to the physical-chemical process. Land treatment would require 10,000-15,000 acres of land from our inventory of more than 100,000 acres of farmland in the County. No physical-chemical plant is in operation on the huge scale contemplated here. This process may add unacceptable concentrations of salts and heavy metals as well as chlorinated hydrocarbons to the Potomac. Serious poison and explosion hazards are suspected in such processes. A more conservative approach would stage construction in increments of three 20 mgd plants near the corridor cities of Rockville, Gaithersburg, and Germantown, respectively. This would allow flexible alternatives in design as experience is gained, reduce sewer transmission lines to a minimum, and insure strict adherence to rigid control of operations.

Prior to completion of major sewage treatment facilities, both public funds and private financing are proposed to build numerous small sewage treatment plants throughout the County. The standards set for these plants are probably inadequate because they do not provide for nitrogen removal.

This is important to growth policy because growth depends on water. By the year 2000 we may have to utilize the Potomac estuary for augmentation of our regional water supply, but that estuary is one of the most heavily polluted stretches of water in the world. Much of its pollution is due to the increasing discharges into the river of phosphorous and nitrogen from sewage treatment plants. Reduction of these pollutants to 0.5 milligrams nitrogen per liter and 0.1 milligrams phosphorus per liter would allow the river to be restored to normal health, creating a large reserve water supply. A rational approach would involve vigorous attempts to establish plants using land treatment in their final phases. This might also be effective in the destruction of viruses caused by effluent discharge, although experts disagree on this theory.

Septic tanks are now not allowed in the "sewer envelope," which corresponds roughly to the corridor of the General Plan. They are allowed elsewhere under rigid specifications which generally work out to about one acre (43,000 square feet) for each installation as a minimum lot size.

In response to pressure for development during the sewer moratoria, the Executive has proposed relaxation of regulations to allow septic tanks on much smaller lots within the sewer envelope. Such relaxation

of standards will invite early, wide-spread septic tank failures and irresistible pressures for immediate, emergency sewerage. This proposal would probably destroy the staging process which is supposedly inherent in the Ten Year Water and Sewer Plan.

Summary

A rational, safe, economical sewerage policy would provide:

1. Excepting buildings of public necessity, no more sewer authorizations or building permits should be authorized or issued for construction in Montgomery County until the standards set for effluent by the Potomac Enforcement Conference of 1969 and the Clean Water Act of 1972 have been met by all sewage treatment plants discharging into streams or rivers and treating sewage from Montgomery County.
2. Substitution of three 20 mgd plants near the sewer envelope for the AWT at Dickerson.
3. A vigorous attempt to use land treatment for the final stage of all sewage treatment plants in the County.
4. Allowing septic tanks within the sewer envelope with no modification of standards for their installation.

GORDON V. SMITH

Regarding preservation and upgrading of sound housing in older neighborhoods:

As noble as the goal of preserving older housing sounds, there are severe limitations to the methods recommended by the Committee report. An older house can be unworthy of further investment if it must be virtually gutted in order to be properly insulated. Likewise, older houses lack adequate electric wiring and have other mechanical shortcomings. Whereas renovation sometimes makes sense in large buildings where economies of operation exist, a single family house is a poor candidate due to the customized nature of the renovation.

A single family home, while it meets the ultimate housing aspirations of a large portion of the population, is an economically poor unit with which to serve the needs of low and moderate income families. The low income family does not have the means to budget for expensive upkeep, and hence postpones maintenance to the detriment of the house. Since most of the deteriorating single family housing units are in close-in locations where this Committee is recommending a great deal of the new housing, it is more consistent to advocate that these older, inefficient units be replaced with newer units at higher densities, allowing a greater population to be served in those locations where transportation and other public facilities

are more readily available.

To suggest a subsidy for the preservation of outmoded units through low interest loans or tax incentives distorts the free market, introduces inequities, and invites governmental abuse. Resources would be channeled into areas that the prudent person has already rejected. Some people would receive windfalls because their unit was selected for a subsidy. The market place would put more value on the subsidized unit and, ironically, encourage low and moderate income families to reap their windfall and move. Most fearsome is the thought that certain areas or units would be designated or rejected for subsidies as a means of gaining political support.

A real threat to individual freedom exists in the suggestion to amend the housing code to require exterior maintenance. Exterior maintenance is an individual value judgement. Fresh white paint or grey weathered siding can both be attractive. In our free society, a person may elect to educate his children rather than paint his house. A neighbor's aesthetic sensitivity is a small price to pay for freedom of choice.

Regarding citizen participation:

Citizens in Montgomery County have an opportunity to vote for their elected officials every four years. Broad questions affecting the entire County, including growth and development, are presented and the ballot box determines the general direction of County policy. In 1970, 72.3 percent of the eligible voters voted for Council candidates. This is as broad and as definitive a decision from the electorate as can be expected.

Elected County officials who represent that they are especially qualified to deal with County problems when running for office, suddenly lose their expertise, abdicate their responsibility, and call upon citizens who at best are amateurs, and at worst, playful dilettantes, to make their decisions for them. This invites uncoordinated planning in the interest of special groups of citizens, rather than in light of the broad needs of the County. The broad mandate given by the electorate is subtly eroded and the planning process shattered.

By inviting increased citizen participation, a high degree of expectation is engendered in the citizen that his individual needs will be satisfied. When they are not, the disillusioned citizen then threatens the tenure of the elected official and adds instability to the local government.

Montgomery County has over 500,000 people—more than a number of states. Comprehensive citizen involvement in a jurisdiction as large as this is not possible. The Committee-sponsored Growth Policy Forum was attended by over 400 people; it is sobering to note that this is less than 1/10 of 1 percent of the County population.

Glossary

Adequate Public Facilities Ordinance: A major new planning tool to promote orderly growth by synchronizing the development of new subdivisions with the availability of public facilities needed to support those subdivisions.

AWT, Advanced Waste Treatment Facility: Proposed new sewage treatment plant to be located at Dickerson, Maryland. Scheduled to be in operation by 1978-80.

Blue Plains: The present central sewage treatment facility for the metropolitan Washington area. It is presently operating over capacity, necessitating sewer moratoriums and building moratoriums in surrounding jurisdictions.

CBD's, Central Business Districts: Major mixed use centers (commercial, office, apartments) which have specific geographic boundaries, such as Silver Spring, Bethesda, Friendship Heights, and Wheaton. All CBD's will be served by Metro.

CIP, Capital Improvements Program: A document prepared annually listing all the public facility projects programmed for construction over the next six year period. It contains location diagrams, cost estimates and construction schedules.

COG, Metropolitan Washington Council of Governments: A region-wide voluntary association of municipal governments, concerned with all aspects of metropolitan development. It has a membership of 15 area jurisdictions and serves as the regional coordinating agency for metropolitan Washington.

Corridor Cities: Communities along the 70-S corridor such as Gaithersburg and Germantown.

Development District: A concept which allows fragmented parcels of land in CBD's to be assembled by the County for sale or lease back to the private sector to develop according to a publicly approved plan and a cohesive design.

Eastern Arterial: A State road project on the eastern side of 70-S designed to provide access and relieve congestion along this major corridor.

Five Year Construction Program: An annual capital programming document of the Maryland State Department of Transportation reviewed by local officials and the State delegation.

General Plan: The major land use policy document and map for Montgomery County, adopted in 1964 and updated in 1969. It is often referred to as the Wedges and Corridors Plan.

Growth Policy Strategies: A general term referring to policies and tools of County government directed towards achieving harmonious growth. These would include the existing instruments mentioned in the Introduction to this report, as well as such possible new instruments as land banking, time-control devices, transferable development rights, and development moratoria. The Planning Board's Growth Report, due in September 1974, should address these strategies.

Land Treatment: A method of disposing of treated sewage, requiring large tracts of land on which the effluent can be sprayed. The land can be used for non-crop activities such as timberland or range, and usually becomes more fertile and productive because of this treatment. Care must be taken in selecting a site so that surface or groundwater is not contaminated with this process.

Master Plan: Detailed and specific land use recommendations dealing with designated portions of the County. Adopted master plans become amendments to the General Plan.

Metro: The rapid rail transit system designed to serve the inner parts of the metropolitan area through extended radials. It is presently under construction in all jurisdictions.

MPDU, Moderate Price Dwelling Unit Ordinance: An ordinance passed by the Council in 1973 requiring

15%-20% of any development containing over 50 dwelling units to be moderately-priced according to specific income level guidelines.

Residential Mobile Home Zone: A zoning classification which would permit mobile home developments to be constructed in the County.

Satellite cities: Communities outside the corridor such as Olney and Damascus.

Sector Plan: This covers particular localities such as CBD's or TSA's and gives more detailed guidelines than master plans. Also becomes an amendment to the General Plan and area master plans if adopted.

Sewer envelope: That area of the County designated for sewerage service by WSSC within the next ten years. Areas outside this envelope must provide their own sewage treatment such as septic or biologic systems.

Site Plan Review: This is a procedure by which the technical staff and the Planning Board review a developer's proposed site plan to assure that it meets the stated purposes and standards of the zone, provides for necessary public facilities, and protects certain topographical features and adjacent properties.

Sixes Bridges & Verona Dams: Dams proposed by the Army Corps of Engineers for locations on tributaries of the upper Potomac River to provide long-range water supplies to the region.

Staging: A concept of timing private development growth in a certain area so that it is coordinated with the provision of public facilities, all in accordance with an adopted policy or plan.

Storm Water Management Program: An on-going bi-County study by MNCPPC, Department of Environmental Protection and the Soil Conservation District, which will enable planners to predict future flood conditions and the effects of future urban development on streams in the Anacostia, Seneca, Muddy and Watts Basins. It is designed to efficiently pro-

gram corrective measures such as flood plain regulations, retention and detention devices and subsidized flood insurance, among others.

The County: Throughout the report this phrase refers to the County government generally as an instrumentality of the public and assumes implementation by the appropriate responsible agency or branch of government.

Ten Year Water & Sewer Plan: A plan and program prepared annually by the County Executive for submission to the Council, outlining those areas to receive sewer and water service over the next 10 year period, and describing the necessary construction projects and costs to accomplish this objective.

TSA, Transit Station Area: The areas surrounding those proposed transit stations which are not located in the CBD's.

Twenty Year Needs Study: A long-range planning document of the Maryland State Department of Transportation, reviewed every two years by local officials and the State delegation.

Water Shortage Emergency Plan: A metropolitan-wide plan adopted by COG in 1973 outlining procedures to be implemented during specific water shortages. It also declares alerts when the total river flow drops to 575 MGD (million gallons a day) or to within 150 MGD of daily use.

Wedge: Those areas of the County designated by the General Plan to remain rural, agricultural, very low density (e.g., 5-acre zoning), or predominantly open country.

Western Arterial: County road project on the western side of 70-S presently in the Five Year Construction Program.

Year 2000 Plan: A metropolitan-wide plan first developed in the early 1960's, from which Montgomery County's General Plan was derived, and which is now the subject of reconsideration by COG.

REGISTRANTS

Growth Policy Forum

February 23, 1974 — Rockville, Maryland

Larry Aaronson
Frances Abrams
Richard P. Abell
David M. Ackerman
Jack Alfandre, Jr.
Joseph Alfandre
Mrs. Frank Allen
Mrs. James Allison
Pat R. Axtell

Charles Barbot
John Barnes
C. P. Baum
Ethel Beasley
Robert Beasley
George Beckerman
William Bell
Edmund J. Bennett
Lou Bennett
Rich Bernardi
Ralph Bernstein
Mrs. C. T. Bever
Robert Bierly
Dewane Bills
Edith L. Blaustein
Charles Bolcik
Yvonne Bolz
Frederick H. Bowis
Patricia Bowser
Robert E. Brennan
Willis Briddell
Frank Brill
Tom Brown
Richard Browne
Sharon Brisbane
Stuart Broad
K. A. Brow
Bruce L. Brumbaugh
Thompson Butz
James Byrnes

Betty Calambokidis
Madoline Carr
Albert Ceccone
Gwen Chandler
Barbara Clark
John B. Clark
Wyndham Clarke
Don Cleary
Sister Eileen Clune
David Clunies
Allan Cohen
Norman Cohen
Dennis Collins
Michael Coppola
C. T. Cordero
Richard Cornish
L. Cruise
Gary Cuddleback
Hyman Cunin

David Dantzler
Alan Davies
Joseph Davis
Barbara De Louise
Judy De Luca
John J. Dennis
James De Luigi
Alice Dixon
Capt. J. E. Dolan
Arthur S. Drea
Lincoln S. Dring

Daniel H. Eberly
Charles Eby
Joel M. Eigen
Fred Erickson
Blair G. Ewing
Anne A. Eyler

John H. Farrell

Dr. Morris Feitel
Fleur Fiscella
Robin Ficker
Max F. Fitzig
James Fong
William Foreman Jr.
Donna Foster
Helen Foster
Lewis Franke
Maritza M. Friedman
Roberto Friedman
Al Froelich

Mary Gale
Greg Gannon
Mary Garrison
Idamae Garrott
Evelyn E. Gaunt
Max Gautier
Gloria Gerech
Irene H. Gold
D. Groenveld
Phylis Guralnick
Frederick Gutheim

Pat Hall
Braun A. Hamstead
Phil Harris
Lucille Harrigan
Robert Harrigan
Sally Harper
Herman Hartman
James Harvey
Gordon Hawk
Gordon J. Hay
Bernard A. Hedstrom
Austin Heyman
Ed Hemby
Michael Higgins
Stanley A. Hoffberger
Margaret Holmberg
Dr. Stevan Holmberg
Mrs. E. Hooks
Betsy Hoover
Peter Hoover
Kenneth Hosto
Dickran Hovsepian
Wayne Huckle
Violett Hulcher
Wendell Hulcher
William Hussman

Scott Israel

Leonard Jarrell
Mary Ann Jarski
Rodman Jenkins
Helen Johnsen

Bernard Kahn
Helen Kaldor
Mr. A. Kaushiva
Thomas E. Kelly
Nancy K. Kendall
Tom Kettler
Carol Keyser
Lloyd R. Keyser
Herbert Kistler
Theodore Kleinman
Dina Klugman
Edward Knowles
Nancy K. Kopp
George J. Kotola
Tom Krahn
Michael Krause
Norman Krause

Roger Langsdorf
E. Brooke Lee
Blair Lee, III
Elizabeth Lewis

Doris Lipschitz
Jerry C. Lonon
Shirley Lynne

Donn Mader
Antoinette Martin
Erskine Martin
Michelle Masterson
Louise Mathews
Robert L. Mayer
Marilyn Mazuzan
Sally McCarthy
Michael McCordic
Delia McCormick
Robert C. McDonell
Mary Anne McKay
Janice W. McLean
Peg McRory
Martha McShane
Eric Mendelson
John L. Menke
Edward Mierzejewski
Enid Miles
Tim Miles
Marjorie Miller
David Mills
Allen Minton
John E. A. Mirguet
John R. Mirguet
Ed Mitchell
Gilbert Mitchell
Katheryn Mitchell
Dr. William Mohler
Helen E. Morse
Robert E. Montgomery
Annabelle Motz
Michael Mullins
Edward Murphy

Ellis Neufeld
Tom Newman

Herbert O'Connor
Robert Oelhaf

Bert N. Padrutt
Margaret Parker
Stephen Petersen
Tom Perrone
Bill Phillips
Mrs. Frances Phipps
Barbara Pillote
Matthew Platt
Minnie Pohlman
Dorothy Porter
Neal Potter
Robert Powers
Marilyn Praisner
Dick Preston
Keith Prouty

Shirley Radack
Terry Radigan
Meredith Ransohoff
Mrs. John Reed
Jim Reid
Lawrence Revzan
Molly Riehl
Roderick Riley
Sydney Robertson
Harriet Robinson
Robert Robinson
Mary Jo Rodgers
Jane Rogers
Don Roha
Gabriel Roth

Eugene Sadick
Robert Sanders, Jr.
Margaret Schmitz
Richard Schopfer

Warren Schor
Robert Scrimgeour
Vincent Schueler
Glenn Schweitzer
Elizabeth Scull
Gregory Sears
Dr. Wm. Shanklin
Roger Shepard
William Sher
Atlee Shidler
Lee Shipman
L. E. Sites
Eugene Sieminski
Lee Skillman
Joseph Slunt
George Smith
Carol Smith
Ronald J. Smore
Hugh B. Speir
Norma D. Spiegel
Danny Sporn
John Staehle
Joyce Stevens
Dolores Stowell
Helen Strang

Beverly Tate
Bill Tate
Dorothy Tattersfield
Nancy Tenney
Ben Turner
Bernard Tetreault
Walter Thaxton
Dr. P. Theodorides
Dale Thoma
Lynn Thompson
Paul Tirrell
Ms. Tove Titlow
Leon Tucker
Anita Turpin

Nicholas Van Driel
Alvin Veirs
Herbert H. Vreeland

Gil Wagner
Diane H. Walen
Carolyn Waller
Andy Walsh
Janet P. Warman
John Warman
Peg Watkins
June Watzman
Frederick Weigel
Florence Welch
Susan Wellborn
James A. Welu
Robert Werner
John Whetzell
Betsy White
George Wickstrom
Ernest Willcher
Anne Williams
Hugh Williams
Lewis Williams
Ralph Williams
Earl J. Wilson
Mary Lou Wilson
Ronald Wilson
Charles Winde
Alfred Winham
Lewis J. Winter
Jay Wohlfarth
Robert B. Wood

Barbara Yaroschuk
Michael Yaroschuk
William M. Young

Kathy Ziffer

ADVISORY COMMITTEE ON COUNTY GROWTH POLICY

SCHEDULE OF MEETINGS

The Advisory Committee on County Growth Policy met in either full committee (AC); steering committee (SC); functional panels — Communities Panel (CP), Transportation Panel (TP), Environmental Panel (EP); or task forces — (TF1), (TF2), (TF3), generally twice a week from September 1973 to July 1974.

Sept. 19	AC	Nov. 1	SC	Dec. 13	SC	Feb. 28	SC	Apr. 23	TF2 TF3
Sept. 21-22	*	Nov. 6	TP	Dec. 15	CP	Mar. 5	AC	Apr. 25	SC
Sept. 25	AC		EP	Dec. 18	TP	Mar. 7	SC	Apr. 30	TF1 TF2 TF3
	SC	Nov. 7	CP	Dec. 20	AC	Mar. 12	TF3 AC		
	CP	Nov. 13	TP	Dec. 28	EP				
	TP		EP	Jan. 3	SC	Mar. 18	TF1	May 2	AC
	EP	Nov. 14	CP	Jan. 12	AC	Mar. 19	TF2 TF3	May 7	TF1
Oct. 2	TP	Nov. 15	SC	Jan. 28	***			May 14	TF1
Oct. 4	SC	Nov. 20	CP	Jan. 31	SC	Mar. 26	TF1 TF2 TF3	May 16	AC
Oct. 10	CP		TP	Feb. 4	†			May 22-24	††††
Oct. 11	SC	Nov. 27	TP	Feb. 4	††	Apr. 2	AC	May 23	AC
Oct. 14	**		EP	Feb. 14	†	Apr. 9	TF2 TF3	May 28	AC
Oct. 16	TP	Nov. 28	CP		SC			May 30	SC
Oct. 17	CP	Nov. 29	SC	Feb. 15	AC	Apr. 15	TF1	June 4	SC
Oct. 18	SC	Dec. 4	CP		†	Apr. 16	TF2 TF3	June 12	SC
Oct. 23	TP		TP	Feb. 23	†††			June 24	SC
Oct. 27	**	Dec. 8	CP	Feb. 26	CP	Apr. 18	SC	June 29	AC
Oct. 30	EP	Dec. 11	TP		TP	Apr. 22	TF1		
			EP		EP				

* COG Regional Conference,
Growth as a Metropolitan Issue

** Public Hearing

*** Allied Civic Mtg./AC

† Briefing for AC/LWV

†† Reception for presidents of
civic assoc's.

††† Public Forum

†††† ICMA/NACo Conference, Techniques
of Growth Management

Montgomery County Planning Board
OF

THE MARYLAND



NATIONAL CAPITAL PARK AND PLANNING COMMISSION

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